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TAGS: [PHUM](#) [KCRM](#) [KWMN](#) [SMIG](#) [KFRD](#) [ASEC](#) [PREF](#) [ELAB](#) [JO](#)
SUBJECT: JORDAN'S CONTRIBUTION TO SEVENTH ANNUAL
TRAFFICKING IN PERSONS REPORT

REF: STATE 202745

¶11. (U) Embassy point of contact on trafficking in persons is political officer Miriam Schwedt, phone number 202-536-4173, ext. 6597 or 962-6-590-6597, fax number 962-6-592-0159. Officer spent approximately 48 hours preparing the report. Political Analyst Manal Hashweh spent 16 hours preparing the report.

¶12. (U) The following responses refer (in parentheses) to queries in reftel. This information is sensitive and should be handled accordingly.

Checklist

¶13. (U) (27/A) Jordan is a country of destination for women from South Asia and South East Asia, primarily Sri Lanka, Indonesia, and the Philippines, for the purpose of labor. Eastern European women also enter Jordan for illicit purposes, but there is no evidence of coercion, force, or fraud. There are 70,000 foreign domestic workers (FDWs) estimated to be working in Jordan, though only 52,387 have valid work permits. The number of migrant workers with valid work permits in the Qualified Industrial Zones is 38,183. The Philippine Embassy reports 18,000 Filipino workers in Jordan, of whom it estimates 7,000 are illegal. In 2006, the Phillipine Embassy received from its citizens 152 complaints of non-payment of wages, 25 complaints of sexual harassment and 320 complaints of mistreatment. Filipino officials told emboff that 720 FDWs ran away from employers and sought shelter in the Philippine Embassy. Of these, 160 contacted Jordanian authorities to lodge complaints against employers.

- (SBU) Source country embassies, including that of the Phillipines, rarely take up such cases with the GoJ as government-to-government issues.

- (U) In 2006, the Family Protection Unit of the Jordanian national police received 40 complaints of sexual abuse against FDWs, all of which prosecutors took to court. At the time of this report, prosecutions in 24 of these cases were underway; none of these trials are yet complete. Eleven other FDWs formally complained to police that employers had committed offenses ranging from slander to theft to battery.

In May 2006, the Ministry of Labor established a Directorate for Foreign Domestic Workers. This office's mission is to control and monitor all FDW issues, including reports of abuse. The directorate has a hotline which, according to the ministry, at year's end had received and resolved roughly 100 complaints.

- (SBU) (27/A) Jordan may also be a destination country for men from South Asia and South East Asia for the purposes of labor. These men work primarily in factories within the Qualified Industrial Zones, and may be subject to abuses such as extended and forced working hours, unpaid wages, and withholding of passports.

- (SBU) (27/A) To a much lesser degree, Jordan may be a transit destination both for trafficked women from South and South East Asia, and for men from South and South East Asia. The women may transit Jordan en route to other Middle East countries, such as Syria and Egypt, for the purpose of labor exploitation. No Jordanians appear to be complicit in the trafficking of these women. The women reportedly possess valid transit visas, and would only enter Jordan's airports due to the routing of flights from the source to the destination countries. The men, on the other hand, may be brought to Jordan with the promise of employment within the country, only to be trucked overland into Iraq. In 2005, the Ministry of Labor and Ministry of the Interior issued instructions to all border crossing authorities prohibiting foreign workers from transiting unless their sponsor accompanies them. According to some advocates, Jordanian middlemen are operating as sponsors to bypass this instruction. Post cannot assess the extent of this practice. Please see paragraph 19 for more information on transit visa regulations.

¶4. (SBU) (27/B) Trafficking in Jordan is almost exclusively for the purpose of labor exploitation, and is primarily limited to FDWs and factory workers in the Qualified Industrial Zones (QIZs). The workers generally come from South and South East Asia. In 2006, the Jordanian Ministry of Labor took a number of important steps to acknowledge and examine trafficking issues, and took steps to create solutions.

- (SBU) (27/B) Exploitation of some FDWs begins with the recruiting agencies in the source countries, but continues with some receiving agencies in Jordan and with some Jordanian employers. When exploitation takes place among QIZ workers, factory owners and managers in Jordan generally bear the most responsibility. Both FDWs and QIZ workers sometimes find themselves in conditions that include: extended and forced working hours, unpaid wages, restrictions on freedom of movement including the withholding of passports and residency permits, and verbal, physical, and sexual abuse and assault. Abuses related to wage and working hour issues occur with greater frequency than do physical or sexual abuse.

- (SBU) (27/B) A common pattern that often renders FDWs susceptible to abuse begins when a source country recruiting agency drafts the FDW's resume and exaggerates her qualifications. When she arrives in Jordan, the receiving agency is faced with the choice of repatriating the FDW - at a loss to the company - or hiring her out to Jordanian employers who expect a higher caliber worker. When the employer complains and demands that the agency take the FDW back, the agency will simply find another unsuspecting employer. In the past, it was not uncommon for a worker to be shuffled from household to household in this manner. However, in June 2006 the Ministry of Labor issued new regulations prohibiting the transfer of workers from one sponsor to another under any circumstances, requiring employers to pay for work permits in advance of a worker's arrival in Jordan, to hire FDWs for a minimum of two years without a trial period, and requiring the agencies to repatriate immediately any women who arrive in Jordan pregnant or suffering from a contagious disease.

- (SBU) (27/B) QIZ workers arriving in Jordan are frequently taken directly to the factory of employment. Factory managers frequently hold their passports, ostensibly for safekeeping. As a result, many QIZ workers do not have free access to their travel documents, amounting to restrictions on freedom of movement. However, the GoJ has taken steps to address this problem (see para 11). There were also allegations of unpaid wages, extensive hours, and physical and sexual abuse during 2006.

¶15. (SBU) (27/C) The GoJ faces severe resource constraints on its ability to monitor anti-trafficking efforts. Additionally, Jordan's traditional society tends to promote a culture of silence and discretion with regard to matters of the home. The most egregious of the abuses which some FDWs and QIZ workers suffer - physical and sexual assault) are crimes that often go unreported in Jordan (and in many other countries). Factors such as language and cultural barriers also sometimes hamper the reporting of some abuse.

- (SBU) (27/C) Information-sharing between the source country embassies and the GoJ is poor. According to the GoJ, though the embassies allege large numbers of complaints from their FDW nationals, the embassies have not requested help from the GoJ or from the Recruiting Agencies Association, nor have they provided documentary evidence of the allegations. In some cases, NGOs and the GoJ allege that embassies are hiring out the women who come to them seeking shelter.

- (SBU) (27/C) Interministerial coordination on trafficking issues is sometimes poor. The GoJ does not keep easily accessible records of court proceedings, making it difficult to obtain information on prosecutions related to trafficking.

¶16. (SBU) (27/D) The GOJ interministerial steering committee driving anti-trafficking efforts brings together officials

from the ministries of Labor, Interior, Foreign Affairs, Justice; diplomats from source country embassies; NGO activists; and representatives of the Recruiting Agencies Association. Through this committee, the GoJ seeks to coordinate anti-trafficking efforts. In 2006, the GoJ allowed an outside assessment team to evaluate the trafficking situation in the QIZs, and plans to publicly release the team's report in March.

Prevention

¶17. (SBU) (28/A) The GoJ acknowledges that trafficking is a problem in Jordan. Jordan is mainly a destination country, and many in Jordanian society see the problems FDWs suffer as family matters rather than as a systemic trafficking issue. Many outside the Ministries of Labor, Interior, Justice, and Foreign Affairs are unaware of the allegations of trafficking within QIZs and therefore do not see it as a problem. Jordan's economy is largely cash-based, and as a consequence it is difficult to prove allegations that employers have withheld salaries. Workers being held against their will face difficulties in reporting their conditions. Conservative social norms make it hard to come by accurate reporting on sexual assaults and prostitution.

- (SBU) (28/A) The GoJ contends that source countries and their embassies share responsibility for the problem.

¶18. (SBU) (28/B) The Ministries of Labor, Interior, and Foreign Affairs are all involved in anti-trafficking efforts. The three are part of the interministerial steering committee to combat trafficking, led by the Ministry of Foreign Affairs. However, the lead role most often rests with the Ministry of Labor.

¶19. (SBU) (28/C) The Ministry of Labor, in collaboration with UNIFEM and the Adaleh Center for Human Rights, launched a media campaign to increase awareness of trafficking.

Exclusively directed towards FDWs, the campaign featured ads on billboards, in the press and on the radio. With the help of UNIFEM, the government also produces a booklet for distribution to all FDWs explaining their rights. This booklet is printed in Sinhala, Bahasa Indonesia, Tagalog, English and Arabic. As of the time of this report, the government was still working in conjunction with recruiting agencies to ensure all FDWs receive this booklet upon arrival in Jordan. There have not yet been anti-trafficking or education campaigns sponsored by the government relating to QIZ workers.

¶10. (SBU) (28/D) The GoJ supports other efforts which reinforce the fight against trafficking. The establishment in 2003 of a minimum quota for women in the lower house of parliament, for example, was not aimed directly at trafficking, but had the effect of placing additional sympathetic advocates in positions of influence.

- (SBU) (28/D) The GoJ is also pursuing several initiatives to offer better support and greater transparency for the foreign worker community. It recently signed a memorandum of understanding with Sri Lanka to streamline the process by which Sri Lankan workers (approximately 35,000 including factory workers and FDWs) gain employment in Jordan, and to guarantee their rights. Jordan has also signed MOUs with Indonesia and the Philippines. The GoJ has endorsed a standard FDW contract that must be signed by the recruiting agency, the employer, and the employee. As mentioned in para 14, the GoJ publishes a guidebook that the recruiting agencies will be required to distribute to all FDWs upon their arrival in Jordan. The booklets enumerate the worker's rights and offer hotline numbers that abused workers can call in the event of abuse. Additionally, in May 2006 the GoJ established an inter-agency office that is solely dedicated to FDW issues, from checking residency and work permits, to arbitrating salary disputes, to receiving complaints of abuse. In 2006, this office received roughly 100 complaints and mediated them to settlement.

- (SBU) (28/D) On September 1, the GoJ signed a MOU with the International Labor Organization (ILO) to adopt the Decent Work Pilot Programme (DWPP). The DWPP is designed to help implement international labor standards, improve production capacity and work environments, support development, and protect workers' rights.

- (SBU) (28/D) Since 2003, the GoJ and the ILO have worked together on a Social Dialogue project funded by the U.S. Department of Labor. One of the outcomes of this project is an ILO program to train labor inspectors. The GoJ also worked with the NGO "LevelWorks" to conduct an assessment of the human rights and trafficking situation in the QIZs. Additionally, the GoJ placed locked suggestion boxes in all factories where workers could submit complaints anonymously. A representative from the Ministry of Labor has the only key to the boxes.

¶11. (SBU) (28/E) The relationship between government officials, NGOs, and other elements of civil society on trafficking is good on the working level, but there is friction in some cases. Some NGOs remain skeptical that the GoJ is capable of solving the problems that exist. They believe that most GoJ working-level officials remain indifferent to trafficking, and therefore believe that the ministers are still insulated from the true magnitude of the problem. Conversely, the GoJ believes it has acknowledged the problem and is taking firm steps to address it, and that some in the NGO community may be overstating the problem. However, the GoJ, NGOs, and civil society come together for workshops to raise awareness and attempt to build consensus and capacity to work on the trafficking problem jointly. The steering committee is a leading example of this cooperation.

- (SBU) (28/E) The cooperation between these parties has already paid dividends. It was responsible for the 2003 amendment of the Labor Law, allowing the Ministry of Labor to supervise the recruitment of FDWs and the licensing of

recruiting agencies. Before 2003, there were no officially licensed recruiting agencies in Jordan; the Ministry of the Interior was responsible for every facet of monitoring the importation of labor. In 2003, in a move aimed at limiting abuses, the GoJ transferred to the Ministry of Labor authority to monitor the recruitment process. Recruiting agencies must have a license to operate, and the agencies assumed many of the responsibilities that used to fall to individual employers. This enables the GoJ to better monitor the situation. The change also resulted in the uniform employment contract for FDWs.

- (SBU) (28/E) There is also a GoJ/diplomatic committee which specifically addresses the needs of the workers in the QIZs. Comprised of representatives from the Ministries of Labor and Interior, as well as diplomats from the embassies of the source countries, this committee oversaw the movement of nearly 3000 workers from non-compliant factories to factories which met certain standards outlined by the GoJ. All the workers with expired work permits were exempted from fines.

¶12. (SBU) (28/F) The GoJ does control and monitor immigration patterns, but this is done more for security purposes than to combat trafficking. The GoJ has identified training of the police and other security personnel who serve as border inspectors as an area of assistance they are interested in pursuing, and in 2006 the Deputy Chief of Immigration at Jordan's Queen Alia International Airport attended the Trafficking in Persons International Visitor Program sponsored by the USG. In 2007, Major Muhammad Azzam, Adviser to the Director of Residency and Borders Department, PSD; Major Maen Khasawneh, Chief of Immigration, Jaber border crossing, PSD; Major Ahmad Qtaishat, Immigration Officer, Queen Alia International Airport, PSD; and Major Nashat Ma,asfeh, Chief of Sources and Crime Information Unit, PSD, will attend the annual TIP IV program.

- (SBU) (28/F) It would help identify potential victims of labor exploitation if immigration officials conducted more probing interviews at the airport and other points of entry. Following allegations that employers deported some QIZ

workers for "trouble-making," the Ministry of Labor issued a regulation stating that no foreign worker was permitted to leave the country without permission from the MoL. This regulation was only partially enforced.

- (SBU) (28/F) The GoJ requires that nationals of most migrant worker source countries may enter Jordan only after approval from the Ministry of the Interior. Jordanian embassies in those countries also do not issue visas without MoI approval, and each case is individually evaluated. Nationals of these "restricted" countries cannot obtain transit visas for Jordan unless they possess a visa for the destination country. Even then, they may not enter Jordan for the purpose of transiting to neighboring countries. Tourist visas for groups of nationals of restricted countries are not issued except through accredited Jordanian tourist offices. All foreigners coming to work in Jordan need prior approval from the Ministry of Labor, and receive that approval only after the work permit is paid.

¶13. (SBU) (28/G) There is a multilateral steering committee. The committee is comprised of representatives from the Ministries of Labor, Interior, and Foreign Affairs, source country embassies, NGOs, and the recruiting agencies in Jordan. In 2006, the Ministry of Foreign Affairs established a position in the Human Rights Directorate for an Anti-Trafficking in Persons Coordinator. The first official to fill this post is Dr. Manal Mazareh, identified as a TIP Hero in the 2005 report. A unit within the General Intelligence Directorate (GID) takes the GOJ lead for examining allegations of government corruption.

¶14. (SBU) (28/H) No national plan of action to address trafficking exists as a unified, comprehensive document, though several initiatives on different fronts are all

underway, as explained above. The steering committee is working on a comprehensive national plan. It includes: amending labor legislation relating to domestic workers, their sponsors, recruiting agencies, and legal measures against violators; finding a mechanism to train a larger number of judicial/police officers; developing a mechanism to streamline the process of receiving complaints from foreign workers; setting up a database to gather and register all data on foreign workers; and raising awareness on the rights of foreign workers. In conjunction with the ILO, AFL-CIO Solidarity Center and General Federation of Jordanian Trade Unions, the MoL also proposed new changes to the labor law that would include FDWs and allow all foreign workers to join or create unions.

Investigation and Prosecution of Traffickers

¶15. (SBU) (29/A) Jordanian law prohibits trafficking in children. There are also anti-slavery laws and other legislation that can be invoked to prosecute and punish trafficking and related crimes. Any person who, for purposes of financial gain, bribes, encourages, or entices another to come to or depart Jordan can be prosecuted under the 1929 Abolition of Slavery law. It provides for the following punishments:

- Kidnapping of domestic workers: minimum three years imprisonment
- Sexual exploitation of domestic workers: not less than three months
- Sexual molestation of domestic workers: not less than three months
- Any attempt to force domestic workers into prostitution: not less than three months
- Any intentional or unintentional physical abuse of domestic workers: not less than three months

The law also provides for the punishment of employers who withhold passports with the intent of compelling an FDW to work in violation of the terms of the contract.

¶16. (SBU) (29/B) There is no law that specifically addresses traffickers of people for sexual or labor exploitation.

Offences of this kind would be prosecuted under the slavery law explained in paragraph 11.

¶17. (SBU) (29/C) Under the Passport Law of 2003, anyone found in possession of a passport not their own is subject to imprisonment of 6 months to 3 years, and/or fines of JD 500-1000.

- (SBU) (29/C) The Criminal Code also addresses trafficking as it relates to physical restraint and coercion. It provides for the following punishments:

- Menacing: imprisonment from 6 months to 6 years if the threat was for the life of this person and with a weapon, from 1 month to 2 years if it was a verbal and not a threat for life.

- Physical restraint, including the withholding of travel documents: imprisonment from 3 months to one year.

In June, the MoL issued new regulations regarding the recruitment of FDWs. The provisions of the new regulations are:

- Paying work permit fees for the worker to be recruited before s/he arrives
- The worker must be accompanied by his/her original sponsor as soon as the worker enters the country
- Employers must pay the recruiting agency 10% of the total value of the worker's wages for the whole duration of the contract agreed upon by the sponsor and worker. The initial contract must not exceed 24 months.

- If both employer and employee agree on renewing the contract for another year, the agency must be paid 2% of the total value of the worker's wages for the duration of the contract
- The work permit fee must be paid in advance as soon as approval for the worker's recruitment is given
- The employer must submit a guarantee for the worker equaling a month's salary for the worker to be recruited in order to safeguard the rights of the worker and to cover the cost of the return ticket to the worker's country of origin
- The agencies must meet certain conditions in order to be accredited

¶18. (SBU) (29/D) Jordanian law provides for the death penalty for the rape of a girl less than 15 years of age. The penalty for rape of a girl or woman 15 years of age and older is 3 to 5 years imprisonment.

¶19. (SBU) (29/E) Prostitution is illegal. All involved parties - prostitute, brothel owner, client, and procurer - are subject to prosecution for engaging in or supporting prostitution. The Jordanian national police force - the Public Security Directorate (PSD) - informed the Embassy that there are no statistics available on arrests linked to prostitution during the year.

¶20. (SBU) (29/F) There is no statute that specifically addresses trafficking. Other statutes, however, cover all crimes that fall under trafficking. At least three QIZ factory managers have been prosecuted for crimes related to trafficking (see below). Recruitment agencies must front a \$70,500 guarantee that they will conduct their work in accordance with the law. Following MoL inspections, thirty-three out of ninety-four recruiting agencies were fined for labor violations, and another six were closed. As of the time of this report, four of those six have satisfied the MoL that they have addressed their outstanding problems and have been allowed to re-open. Two remained closed, and the MoL liquidated their guarantee deposits to pay those who were affected by the closure.

- (SBU) (29/F) In May 2006, the MoL began inspections of all the QIZ factories for compliance with labor laws. After four rounds of inspections, the MoL cited factories for 1113 violations, with associated fines, and issued 338 warnings. Ten of the factories inspected were closed. Two of those have since reopened after coming into compliance with new MoL standards which the Ministry calls the "Golden List guidelines."

- (SBU) (29/F) In 2006, the Ministry of Labor received 100 complaints against licensed recruiting agencies, often from employers dissatisfied with the qualifications of the migrant worker. The Ministry worked each of these complaints to conclusion. Complaints related to rape, theft, or violent acts were referred to the Family Protection Unit. In 2006, the MoL received 3277 complaints from QIZ workers regarding non-payment of wages.

- (SBU) (29/F) The FPD dealt with 40 complaints from FDWs alleging of sexual molestation or abuse during 2006. All victims were from South and East Asia. At the time of this report, 14 cases were still in court, 7 defendants were found innocent, 2 had been found guilty and were serving sentences of 2 and 3 months, and in one case the charges were dropped. Sixteen of the cases had not yet progressed to the trial stage.

- (SBU) (29/F) At least four non-Jordanian factory owners or managers were barred from leaving Jordan until settling the financial claims their foreign employees and paying residence fines. At least three cases went to court in 2006. In the first case, workers complained that a factory manager had not paid wages. The court compelled the manager to pay all the back-wages of the workers as well as their overstay fines, totaling \$46,200. In the second case, a supervisor was charged after an employee complained to authorities that he

was assaulted, leading to his hospitalization. The complainant ultimately dropped the charges and returned to work. Another supervisor, also charged with assault, was removed from his position and returned to his country of origin. The company paid the victim of the assault compensation of \$2000 and repatriated her at her request.

- (29/F) In March 2006, the Ministry of Labor sued the al-Masar Transportation Company for illegally trafficking 120 Indian and Nepalese workers into Jordan through Aqaba.

- (29/F) One of the largest challenges for prosecuting traffickers is that frequently the workers do not have the means to file complaints or press charges. To address this, some embassies have hired lawyers to represent their citizens. However, court proceedings can be lengthy, and many foreign workers cannot afford to stay in Jordan for the duration of the trial.

¶21. (SBU) (29/G) There is no evidence, anecdotal or otherwise, that there are organized crime syndicates trafficking people to or from Jordan. Rather, the "traffickers" are recruiting agencies that do not uphold migrant workers' contracts, and employers who subject their workers to forced labor-like conditions.

¶22. (SBU) (29/H) The GoJ does actively investigate cases of labor exploitation that come to its attention. Many of the exploited FDWs do not feel comfortable turning to Jordanian authorities, and instead report the abuses to their embassies. It is not clear that the embassies subsequently pursue these issues with the GoJ.

¶23. (SBU) (29/H) The GoJ does not use electronic surveillance, undercover operations, or plea deals to actively investigate cases. The GoJ, through the Ministry of Labor, routinely inspects recruiting agencies to ensure compliance with the law.

¶24. (SBU) (29/I) Physical and sexual assault victims who do turn to the Jordanian authorities are referred to a special department within the PSD, the Family Protection Department (FPD). Contacts in the GoJ tell us that about 25% of FDW rape complainants subsequently tell authorities the relations in question were consensual, leading to the closing of investigations. While adultery is illegal, the law requires a complainant in order to file charges. The levels of shame and attention to which this would expose a family are considerable. As a result, it is unusual for a complainant (typically the wife of the alleged adulterer) to press charges. Additionally, both partners in the adulterous act

must be charged, according to the law. The implication is that rape victims might be subject to payoffs or threats in order to convince them to change their stories and admit to a consensual, adulterous relationship.

- (SBU) (29/I) The FPD is highly trained and equipped to handle allegations of criminal physical and sexual assault. The FPD has specialists in forensics and counselors on hand, and employs state of the art interviewing equipment to ensure transparency in investigations. Eight Jordanian police officers participated in anti-trafficking courses and symposia in Greece, Turkey, and Sweden during 2005. Domestically, 90 officers trained at the Royal Police Academy on combating smuggling persons; 60 officers trained in identifying physical/sexual abuse; and 20 officers trained specifically in anti-trafficking efforts.

- (SBU) (29/I) The Judicial Institute holds continuous courses on the provisions of the Labor Code, labor issues, and on the interpretive judgment of the Court of Cassation.

¶25. (SBU) (29/J) No formal cooperation with other governments in the investigation and prosecution of trafficking cases was reported. The MOUs with the source countries should allow the GoJ to coordinate with those governments.

¶126. (SBU) (29/K) Jordan does not have an extradition treaty with the Philippines, Sri Lanka, Indonesia, Nepal, China, India or Bangladesh.

¶127. (SBU) (29/L) No evidence exists of government involvement in, or tolerance of trafficking.

¶128. (SBU) (29/M) Not applicable.

¶129. (SBU) (29/N) Not applicable.

¶130. (SBU) (29/L) ILO 182 - ratification 4/20/2000; ILO 29 - ratification 6/6/1966; ILO 105 - ratification 3/31/1958; Optional Protocol to the CRC - ratification 9/6/2000.

- Jordan has ratified the Protocol to Prevent, Suppress, and Punish Trafficking in Persons, however, it has not yet ratified the UN Convention Against Transnational Organized Crime, of which the Protocol is a part. MFA officials told emboff that an inter-ministerial committee is considering the Convention, and will make a recommendation to Parliament about ratification.

Protection and Assistance to Victims

¶131. (SBU) (30/A) The GoJ currently does not have a shelter established for victims of trafficking, although the Jordanian Women's Union, which runs a domestic violence shelter, did allow some FDWs temporary stays. Some women may be imprisoned due to charges of theft or adultery. Others have sought shelter from their embassies. Employers are required to purchase health and life insurance for foreign workers. UNIFEM is currently seeking funding to create a shelter for migrant workers.

¶132. (SBU) (30/B) The GoJ provides operational expenses for the National Centre for Human Rights, and has offered non-financial support to organizations such as UNIFEM and the International Organization for Migration (IOM), both of which are pursuing programming to prevent trafficking and to support victims.

¶133. (SBU) (30/C) In the QIZs, workers who are identified as trafficking victims are moved from their factory of employment to factories meeting the standards of the MOL's "Golden List."

¶134. (SBU) (30/D) As a matter of law, victims' rights are respected. The Family Protection Department operates professionally. The same may not always be true of local police stations. In cases where FDWs run away from their employers or approach authorities to claim abuse or protest

salary withholdings, an employer will often accuse an FDW of theft. If charges are filed against an FDW, she will be arrested and detained. If an FDW does not have a residency permit, she will be fined \$2.12 for each day that she is out of status. In many cases, this fine accumulates into an amount that FDWs are incapable of paying, effectively preventing many from leaving Jordan. In 2006, the Ministry of Interior frequently waived these fines in order to permit FDWs to return to their countries.

¶135. (SBU) (30/E) Potential witnesses in a court case must appear when summoned. Victims can bring civil suits against employers under civil law, not under the labor law. If the suit is under 3000 Jordanian Dinars (\$4200 dollars), the plaintiff does not need to retain a lawyer. For suits greater than \$4200, the plaintiff must have a lawyer.

¶136. (SBU) (30/F) The government may put sexual assault victims in protective custody in correctional facilities.

¶137. (SBU) (30/G) The Family Protection Department is the only government facility that handles the crimes associated with Jordan's trafficking problems, and as mentioned above, they

are highly trained. The Royal Police Academy in 2006 began including Anti-Trafficking training in its law enforcement curriculum. Additionally, several officers were sent to Anti-Trafficking conferences in Greece, Turkey, and Sweden. In 2007 Major Muhammad Azzam, Adviser to the Director of Residency and Borders Department, PSD; Major Maen Khasawneh, Chief of Immigration, Jaber border crossing, PSD; Major Ahmad Qtaishat, Immigration Officer, Queen Alia International Airport, PSD; and Major Nashat Ma, asfeh, Chief of Sources and Crime Information Unit, PSD; will attend the annual Trafficking in Persons IV program sponsored by the USG. The Ministry of Labor receives weekly training from IOM on a breadth of labor issues, including ILO standards that cover trafficking.

¶38. (SBU) (30/H) Not applicable.

¶39. (SBU) (30/I) UNIFEM works closely with the GoJ and with local NGOs on women's rights issues, specifically FDWs. UNIFEM guided the process to standardize the FDW work contract and to produce the FDW guidebook. UNIFEM is also currently seeking funding to create a shelter for FDWs who run away from their employers. "Friends of Women Workers" is a newly formed NGO which in 2006 conducted a study on runaway FDWs. IOM's Jordan office is engaged in weekly training seminars at the Ministry of Labor. IOM also is attempting to raise funds to repatriate FDWs stranded in Jordan due to an inability to pay their overstay fines. The GoJ has agreed to waive the fines if IOM can fund the travel.

¶40. (SBU) (30/I) The NGO LevelWorks, in conjunction with the GoJ and USAID, conducted a 3-month assessment of the QIZ factories, following allegations of human rights violations and trafficking. In June, the National Centre for Human Rights sued a recruiting agency on behalf of 2 Nepalese and 6 Indian men. The agency had brought the men into Jordan on tourist visas and promised them work. The men were repatriated and exempted from overstay fines. The tourist company that issued the visas was obliged to pay the cost of the tickets.

TIP Heroes

¶41. (SBU) (31) Dr. Manal Mazahreh from the Human Rights Directorate of the Ministry of Foreign Affairs heads Jordan's trafficking in persons steering committee. This requires Dr. Mazahreh to coordinate heavily with other ministries, NGOs, source country embassies, and recruiting agencies. Additionally, Dr. Mazahreh is leading the committee into uncharted territory as the GoJ begins to use a different approach to address the trafficking problem in Jordan. She returned no name-check hits.

¶42. (SBU) (31) Ms. Khawla al-Hassan of the Ministry of Labor is responsible for following the status of the QIZ factories.

In this role, Ms. Al-Hassan has proved to be a champion for TIP victims, frequently visiting QIZ factories unannounced to ensure compliance with MOL standards. On more than one occasion, Ms. Al-Hassan personally intervened when an employer tried to deport a worker for "trouble-making." She returned no name-check hits.

RUBINSTEIN